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WAR FOOD ADMINISTRATION
Office of Distribution
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Food Goals, 1945

The following is intended as an illustration of a work outline to be used in analyzing the capacity of various elements of the food marketing system of the country and in developing food production and food marketing goals.

Physical production of food furthers the war effort only insofar as it is transported, stored, processed and distributed in forms to be used on the table or in the kitchen. The part for the Office of Distribution to play in the food goals program is: (1) to take careful account of the facilities available for processing, transporting and marketing the output; (2) to measure against each of these facilities the corresponding anticipated demand which will be made by 1945 goal production; (3) to recommend adjustments in those production goals at any point where they seem likely to break down or cripple the marketing facilities; and then (4) to recommend the marketing programs, including development or realignment of facilities, that will distribute the year's production of food and make it available for final utilization.

There are four sections to the outline:

- (1) Food Requirements to be Filled from 1945 Production.
- (2) The Commodity Situation for a Ease Period.
- (3) Marketing Facilities Required to Handle 1945 Production.
- (4) Programs to Implement the Food Goals.

A detailed approach appears to be necessary if the subject matter is to be covered in an adequate way. For many commodities it may require considerable expansion, particularly in the measurement of marketing requirements and in recommendations to assure meeting the marketing goals.

Not only will each individual commodity need specific treatment, but in most instances, types, areas and seasons at least will need to be recognized. For the sake of uniformity, States will be used to represent areas in all cases where it is at all feasible. Food requirements probably need to be stated in considerable detail to give an adequate picture of requirements for marketing facilities.

Some of the questions presented in this project require tabular material which is probably current data in the Branch, others need interpretation of the commodity situation.

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Basic Elements of Food Goals Program for 1945
(by State, Quality, Type, Season)

A. Food Requirements

The purpose of this section of the study is to bring requirements (or goals) figures for commodities handled by a Branch into a form to serve as a basis for estimating the requirements of marketing facilities in 1945. The method of arriving at preliminary production goals will be essentially the same as followed in 1944. A basic objective of this project, however, is to bring together information which will help the Branches visualize the major food marketing problems when making commitments or suggestions relative to 1945 goals. Furthermore, the estimates will need to be stated in a way to simplify the calculation of expected demands upon the marketing system in 1945.

A working table which would be very useful for comparison with other commodities would represent 1945 requirements (or goals) as percentage changes from 1943 or other base figures. Then, matching this against production requirements and goals that will be established next fall, would require that a table of such 1945 food requirements be classified by state and month. For some commodities, an over-all figure may possibly be adequate, but for many it obviously would be almost useless. A good example may be Irish potatoes. An over-all estimate of a year's production for the United States undoubtedly suggests certain very specific problems to persons sufficiently acquainted with the marketing of potatoes. And yet, if we are to have a trustworthy estimate of freight cars which ODT and the railroads will need to assign to farm products for October, someone has to estimate what part of the potato crop will be offered for shipment in October in each State. This breakdown probably should be made on the assumption that marketing facilities are adequate.

In every Branch there probably is someone who has at hand the data and judgment to give a fairly ready answer to the questions involved. When the estimates and the corresponding marketing demands are summarized for the whole food program, they will be measured against the marketing facilities available.

B. Commodity Situation for a Base Period

This section of the outline is designed as an aid to assembling the necessary background data to present an accurate picture of the current situation of the commodity. It should be based on 1943 or some other year or period of years that is considered normal for the commodity. Preference should usually be shown for 1943. Most commodity situations have changed so rapidly during the war that earlier years might not give a true or valuable picture for most commodities.

I. Customary Ways of Utilization

1. Tabulate by month and state the division of this commodity among the various types of utilization (e.g., fresh consumption, feed, seed and processed by dehydration, canning, freezing, etc.)
2. Has the processing been done near production or final consumption area? Discuss.
3. Has the machinery been fully utilized in processing this or other commodities? If not, when are the idle periods?

II. Usual Means of Transporting Commodity

1. Tabulate the number of each type of transportation (i.e., refrigerator cars and freight cars, livestock cars, trucks, etc.) required by month and state.
2. What has been the usual method of transportation and possible alternates?
3. What other crops or material have competed for the same means of transportation?
4. Have any of the Government programs been so set up that cross hauling or waste transportation of any other type has resulted? Discuss.

III. Storage Generally Used

1. Tabulate by state, month and type the amount of storage required by the commodity. These types might include
 - a. Farm or commercial at country points.
 - b. Concentration or terminal commercial
 - c. Private--e.g., at processing plants before or after processing

2. Discuss peculiarity of storage of commodity.
3. What commodities compete for this same storage space?
4. What other commodity uses the same storage space during the "off-season" or has it been vacant?
5. Discuss the effects of Government orders and programs upon the utilization of storage space by this commodity.
6. Has there been a tight storage situation because of:
 - a. Unusual size of the crop?
 - b. Shortage of labor?
 - c. Lack of machinery?
 - d. Other factors which prevent the complete utilization of space?

IV. Price Situation in 1943 - or Ease Period

NOTE: The whole matter of price relationships and price policies as guides to food production and distribution has peculiarities of importance, relationship to other programs, and organizational handling that make desirable special treatment of it, distinct from the work done on the physical and institutional aspects of the program. A separate project is currently being outlined for this purpose. The following questions are therefore tentative but reflect the types of considerations that we will need to be thinking about as background for that project, designed to recommend price policies and programs in relation to production and marketing goals.

1. Tabulate the significant prices for the commodity and the products made from it. This will include a greater or less degree of breakdown geographically and seasonally and between raw, intermediate processed, and consumers' goods, or farm, intermediate market, and retail prices.
2. Tabulate the support price, pertinent ceiling prices, and the parity or comparable price, for the commodity and its derivatives.
3. Tabulate cost data on production, processing, and handling of the commodity and its derivatives that are pertinent to showing cost changes that need to be taken account of in price policy.
4. To what extent have maladjustments in prices and margins or inadequacies of price support and price control programs been responsible for insufficient or excessive production of the commodity in relation to requirements?

5. To what extent have they been responsible for its diversion from the pattern of utilization needed?
6. What are the chief commodities the prices of which in relation to the price of this one substantially affect its production and distribution?
7. What difficulties have there been in carrying out price support guarantees to producers of the commodity?

V. Other Factors Affecting the Marketing of the Commodity

1. Labor required to market the commodity.
 - a. What labor has usually been required to process the commodity?
 - b. What special labor is required by this commodity for storage, transportation and other marketing functions?
 - c. What portion of the labor force is permanent, temporary, or part time?
 - d. What principal crops or commodities compete for or complement this commodity in the use of marketing labor?
2. Show container requirements by type. The degree of breakdown on types and sizes should be the same as would be necessary if we were to formulate a request for all the containers needed for the commodity.
3. To what extent has the commodity been retained on the farm because:
 - a. Needed for seed.
 - b. Needed for feed.
 - c. Marketing facilities were inadequate.

C. Marketing Facilities Requirements

This section of the outline is designed to convert the requirements arrived at in section A into the demands upon the country's distribution machinery. These requirements for processing, transporting, storing, and marketing facilities for 1945 will be compared with the current situation as described in section B to determine changes to expect in marketing requirements. The tabulation of requirements for 1945 will be compared with an inventory of marketing facilities expected to be available in 1945. The comparison will indicate the points at which the marketing requirements will be greater than the facilities available and those at

which facilities may not be fully utilized. For the most part it will probably not be necessary to call on commodity branches for the inventories of marketing facilities.

I. Transportation Required to Move 1945 Production

1. Tabulate the requirements for railroad, highway, and water transportation by states and months.
2. Is there any other commodity which competes for these means of transportation in such a way that both cannot be adequately handled?

II. Space Required to Store 1945 Production

1. Tabulate the requirements for all types of storage by states and months.
2. Is there any other commodity which competes for these types of storage so that both cannot be adequately handled?

III. Capacities Required to Process the 1945 Production

1. Tabulate the requirements for processing facilities by type, month and state.
2. What other commodities use or could use the same processing facilities? Discuss.

IV. Other Factors Required to Transport, Store, and Market the 1945 Production

1. What are the most likely special labor problems for marketing the commodity in 1945?
2. Containers required to transport, market, and store the 1945 production.

D. Programs to Implement the Food Goals

In the comparison of the requirements for marketing facilities with the inventory of capacities, the points of probable difficulty will appear. These are the points where it is necessary to consider the modification of current Government programs or the drafting of new programs. In some such cases, serious consideration should be

given to a modification of the given goal production, e.g. cases where attempts to market a given goal may clog or endanger marketing channels for other commodities as well as the one in question. These cases too will call for changes in programs but for the most part the changes will consist in adjustment of allocations. This then becomes a problem to be worked out principally by Requirements and Allocations Control and the operating branches jointly. The allocation of California rice, which before the war had an export market in the Pacific area, illustrates the reallocation type of problem. Another example of what can be done is the modification of the marketing program which encouraged the storage of sweet potatoes in the South last fall.

I. Transportation Programs

1. Programs designed to alleviate the tight or near capacity situation.
 - a. Increase of production in areas nearer markets.
 - b. Better loading.
 - (1) Minimum weight for freight car loading.
 - (2) Maximum weight for truck loading.
 - (3) Stowing.
 - c. To secure priorities for:
 - (1) The construction of new facilities.
 - (2) The conversion of other facilities.
 - (3) The repair and expansion of existing facilities.
 - (4) Gasoline.
 - (5) Tires.
 - d. Reduction of tare and waste.
 - e. Elimination of cross hauling.
2. Are Government programs being checked to assure the elimination of cross hauling or other waste of transportation?

II. Storage Program

1. Programs designed to alleviate the tight or near capacity situation.
 - a. Increase production for out-of-season harvest.
 - b. To secure priorities for:

- (1) Construction of new space
 - (2) Conversion of other space
 - (3) Repair and expansion of existing facilities.
2. Are Army orders or Government set-asides allowed to remain in processing plant storage to such an extent that it interferes with normal operation? Could, and should, this situation be improved through changes in the food orders themselves, building of storage, better management of storage or otherwise?
 3. What programs are necessary to assure smooth operations and continued movement to make best use of available space?

III. Programs for Processing Facilities

1. Programs designed to alleviate the tight or near capacity situation.
 - a. To secure priorities for:
 - (1) Container material such as steel for cans.
 - (2) New processing facilities.
 - (3) Conversion.
 - b. Development of new production areas to supply civilian requirements with non-processed commodity substitutes.
2. Is there an excess of processing plants or surplus processing equipment in some areas?

Is there an over-all excess?

Could it be used for some other purpose?
3. Are there excess processing plants or surplus processing equipment normally used for some other commodity which could be utilized by this commodity?
4. What programs are necessary to assure capacity operation of processing plants?
 - a. Adequate labor.
 - b. Availability of machinery.
 - c. Arranging for complementary commodities.

5. What programs would permit increased utilization of new foods such as ascertaining keeping qualities in order to permit the increased amount of processing?

IV. Price Programs

NOTE: As pointed out in section B-IV (page 3), a separate project on price programs is being developed. Its object will be to develop in cooperation with the other Branches:

1. A set of recommended support prices for farm products.
2. Outlines of the programs by which the recommended support prices would be made effective.
3. Development of recommendations regarding ceiling price structures designed to aid in carrying out the proposed plan of production and utilization of farm products.

Detailed development of this section must await further development of that project.

V. Programs for Other Factors

1. Programs necessary to assure adequate labor for marketing, processing, storing, and transporting the commodity.
 - a. Permanent labor forces?
 - b. Temporary labor forces?
 - c. Part time labor forces?
2. Programs necessary to assure adequate marketing, processing, storing, and transporting containers for the commodity.
 - a. Wooden containers?
 - b. Paper containers?
 - c. Metal containers?
 - d. Other containers.
3. Programs necessary to get the 1945 production into pre-determined channels.